DOCUMENT RESUME

ED 463 131 RC 023 433

TITLE	Increasing the Number of Women Teachers in Rural Schools: A Synthesis of Country Case Studies, South Asia.
INSTITUTION	United Nations Educational, Scientific and Cultural Organization, Bangkok (Thailand). Principal Regional Office for Asia and the Pacific.
PUB DATE	2000-00-00
NOTE	54p.; Produced by the Asia-Pacific Programme of Education for All (APPEAL) with funding from Japanese-Funds-in-Trust, Government of Japan.
AVAILABLE FROM	For full text: http://www.unescobkk.org/epub/appeal/increasing/increasing.htm.
PUB TYPE	Information Analyses (070)
EDRS PRICE	EDRS Price MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	Case Studies; Educational Needs; Educational Policy; Elementary Education; *Elementary School Teachers; Foreign Countries; Higher Education; Rural Education; *Rural Schools; Rural Women; *Teacher Education; Teacher Qualifications; *Teacher Recruitment; Teaching Conditions; *Women Faculty; *Womens Education
IDENTIFIERS	Bangladesh; India; Nepal; Pakistan

ABSTRACT

This report synthesizes case studies of women teachers in rural areas of Bangladesh, India, Nepal, and Pakistan. In each country, interviews and focus groups were conducted in selected states and districts with administrators and women teachers in rural elementary schools, as well as policymakers and community members. Following an introduction to the project in chapter 1, chapter 2 discusses why women teachers are important in rural areas and presents a comparative profile of female elementary teachers in the four countries, including numbers and percentages of women teachers, rural-urban differences, teacher qualifications, the level of training achieved by women teachers, and the nature and conditions of teacher employment. Chapter 3 reviews programs and policies that influence the availability of women teachers in rural elementary schools. These include: (1) teacher recruitment, eligibility criteria, selection, and placement; (2) preservice teacher education, residential secondary schools for rural girls, inservice professional development opportunities, and academic support and supervision; (3) promotional opportunities, special incentives for rural women teachers, condition of school facilities, housing and transportation issues, and support from community and colleagues; and (4) women teachers in nonformal and alternative schooling schemes. Chapters 4 and 5 summarize the problems and issues identified above and make recommendations. (SV)

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INCREASING THE NUMBER OF WOMEN TEACHERS IN RURAL SCHOOLS

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Bangkok, 2000

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FOR ASIA AND THE PACIFIC
Bangkok, 2000

UNESCO Principal Regional Office for Asia and the Pacific. Asia-Pacific Programme of Education for All.

Increasing the number of women teachers in rural schools : a synthesis of country case studies: South Asia. Bangkok: UNESCO PROAP, 2000.

45 p.

Funding support from the Japanese-Funds-in-Trust, Government of Japan.

1. WOMEN TEACHERS. 2. TEACHER QUALIFICATIONS. 3. PRIMARY SCHOOLS. 4. RURAL AREAS. 5. CASE STUDIES. 6. SOUTH ASIA. 7. BANGLADESH. 8. INDIA. 9. NEPAL. 10. PAKISTAN. I. Title.

371.19

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Published by the
UNESCO Principal Regional Office for Asia and the Pacific
P.O. Box 967, Prakanong Post Office
Bangkok 10110, Thailand

Printed in Thailand

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Abbreviations and Glossary

Abbreviations

AEO	:	Assistant Education Officer
AIOU	:	Allama Iqbal Open University
AS	:	Alternative Schooling
ASPABE	:	Asian and South Pacific Bureau of Adult Education
AWW	:	Anganwadi workers
B.Ed.	:	Bachelor of Education
BEP	:	Bihar Education Project
BPEP	:	Basic and Primary Education Programme
BRC	:	Block Resource Centres
BSG	:	Block Steering Group
TTC	:	Teacher Training Certificate
CERID	:	Research Centre for Educational Innovation and Development
C-in-Ed.	:	Certificate in Education
CRC	:	Cluster Resource Centre
CT	:	Certificate of Teaching
DEO	:	District Education Officer
DIET	:	District Institute of Education and Training
DOE	:	Department of Education
DPEP	:	District Primary Education Programme
DSCERT	:	Directorate of State Council of Educational Research and Training
EFA	:	Education For All
FGD	:	Focus Group Discussion
FSP	:	Flexible School Programme
GOB	:	Government of Bangladesh
GOI	:	Government of India
GON	:	Government of Nepal

GOP	:	Government of Pakistan
HSC	:	Higher Secondary School Certificate, (12 years of schooling)
ICDS	:	Integrated Child Development Services
IGNOU	:	Indira Gandhi National Open University
LC	:	Learning Coordinator
LJ	:	Lok Jumbish
M.Ed.	:	Master of Education
MOE	:	Ministry of Education
MS	:	Mahila Sanmakhya
NCED	:	National Centre for Education Development
NCERT	:	National Council of Education Research and Training
NCTE	:	National Council of Teachers' Education
NFE	:	Non-Formal Education
NGO	:	Non-Government Organisation
NPE	:	New Policy on Education
OSP	:	Out of School Programme
PMOST	:	Programme of Mass Orientation of School Teachers
POA	:	Programme of Action
PTC	:	Primary Teachers Certificate
PTI	:	Primary Teacher's Training Institute
PTT	:	Primary Teacher Training
RC	:	Resource Centre
RP	:	Resource Person
SAP	:	Social Action Programme
SC	:	Scheduled Caste
SCERT	:	State Council of Education Research and Training
SDC	:	School Development Centre
SKY	:	Shiksh Karmi Yojna
SMC	:	School Management Committee
SOC	:	School Outreach Programme
SSC	:	Secondary School Certificate, Passed after 10 yrs of schooling

ST	:	Scheduled Tribes
TLM	:	Teaching Learning Material
TTC	:	Teacher Training Certificate
UEE	:	Unversalization of Elementary Education
UEO	:	Upazila Education Officer
UPBEP	:	Uttar Pradesh Basic Education Project
UPE	:	Universal Primary Education
VDC	:	Village Development Committee
WES	:	Women Education Section
WRITE	:	Women's Residential Institute for Training and Education
WTF	:	Women Teachers' Forum

Glossary

Adyapika Manch	Literally meaning "Women Teachers Forum," this was the name given to the forum evolved under Lok Jumbish in Rajasthan, India.
Block	A sub-district administrative unit in India. Although mostly known as a block, this is called *taluka* in some states and *janpad* in one state in India.
Lok Jumbish	Literally meaning "Collective Movement," the name of a primary education programme in Rajasthan State, India. The programme has started many innovative practices in the sector.
Mahila Samakhya	Literally meaning "Women's Collective" – this is the name of a women's empowerment programme operational in several selected areas of certain states in India.
Panchayat	Panchayat is a traditional word in Hindi referring to five elders in a village who mediate conflict – the word is used for the three tiers of local self administration brought in by the 73rd Constitutional Amendment in India – the highest being the district panchayat followed by the block panchayat and gram (village) panchayat.
State/Province	India and Pakistan have federal governments where the country is divided into several political units being governed by separate governments under the common constitution for the country. These units are known as the state in India and the province in Pakistan.
Tehsil	This is the administrative unit at sub-district level in Pakistan.
Upzila	This is the administrative unit at sub-district level in Bangladesh.

Chapter One

INTRODUCTION

Background

In 1997, UNESCO through the Asian and South Pacific Bureau of Adult Education (ASPABE), supported country studies on the situation of basic education for girls and women in Bangladesh, India, Nepal and Pakistan. A high-level consultation meeting on basic education for girls and women was organized in Nagarkot, Nepal, in August 1997. One of the recommendations from this meeting was to undertake a comprehensive review of policies and programmes, existing provisions and strategies for increasing the number and enhancing the quality of women teachers in rural primary schools. Following this, UNESCO sponsored a study on women teachers in rural areas in the four countries. Upon completing the studies, a workshop was held in Nepal during August 28 - September 3, 2000, to share the country studies and synthesize them into a sub-regional report outlining the situation, problems and potentials regarding the number and functioning of women teachers. The sharing and synthesizing experience showed that although there are several country specific issues in each of these four countries, there are a number of common problems and features that could be used for mutual learning among the countries.

Objectives of Preparing a Synthesis Report

The primary objectives of preparing a synthesis report for the sub-region are as follows:

1. To review and assess the existing sub-regional policies and programmes for increasing women teachers in rural primary schools,
2. To identify related issues/problems and good practices in the sub-region, and
3. To make suggestions for improving policies/practices for increasing the number and improving the functioning of women teachers in rural primary schools.

Approach and Methodology

The methodologies followed by the four country studies were guided by the terms of reference and the guidelines provided by UNESCO/PROAP. The guidelines were developed based on the recommendations of the Nagarkot workshop in 1997. These guidelines outlined the basic indicators that needed to be reviewed and assessed. The indicators included:

- Recruitment and promotion policies being followed in general and in specific programmes

- Specific provisions with the explicit or implicit goal of increasing the number of women teachers in rural India
- Specific provisions to support women teachers in terms of transport, accommodations, physical facilities in schools, etc.
- Specific provisions to support women teachers in terms of academic performance in the classroom (teacher training, academic support, etc.)

The four countries' research teams largely followed a similar approach in conducting their studies. Both quantitative and qualitative information available from secondary sources were analysed at length. All four studies also undertook primary fieldwork, albeit on a small scale, in selected districts and provinces. Although there was variation in actual techniques followed by different study teams, these mainly included interviews and focus group discussions with various concerned people – men as well as women teachers, principals, students, supervisors, community members and local management committees, education administrators and policy makers. The specific approach followed for fieldwork by each country study was as follows:

Bangladesh

Three upazilas from three districts were chosen for conducting primary fieldwork. From each of the upazilas, 15 primary schools were chosen and from each of the primary schools, principals, all female teachers and girl students were interviewed. The sample of primary schools consisted of all types of schools – government primary schools, registered primary schools, unregistered primary schools, satellite schools and NGO schools. Focus group discussions (FGDs) were held with mixed groups of parents, schoolteachers, supervisors, school management committee members and upazila education officers. Policy makers, planners, managers and researchers were also interviewed. Guidelines and interview schedule were used as tools for conducting interviews and FGDs.

India

Two states, Karnataka and Uttar Pradesh (UP), were identified for greater focus and primary fieldwork. Senior policy makers, education administrators, teacher training experts and researchers were consulted and interacted with at length regarding relevant policies and practices being followed in that particular state. Thereafter, one district and one block from that district were identified in each state. The identified districts and blocks were average in terms of educational indicators such as girls' participation rates. FGDs were held with teachers in a few schools in each block. Teacher trainers, parents, students, community representatives and NGO representatives were interviewed at district, block and village levels. In addition, consultations were also held with teachers, trainers, administrators and policy makers in two additional states, Orissa and West Bengal. Due to the small size of the primary fieldwork area, the quantitative interpretation of information has been avoided.

Nepal

Four districts were identified for fieldwork on the basis of the highest and lowest representation of women teachers. Sunsari and Kaski were selected as having the highest proportion, and Parsa and Sindhupalchok were selected as having the lowest proportion of women teachers among all the districts in the country. In each district, two primary schools were selected to provide feedback on the women teachers' situation in rural schools as well as to help compare schools with and without women teachers. The District Education Officer (DEO) was consulted for the selection of these schools on the basis of office records. Interview schedules were prepared for the DEO, trainers, parents, men and women teachers, principals, children, out-of-school students, NGO representatives and others.

Pakistan

Rural women teachers from one selected district in each of the four provinces of Pakistan were interviewed for this study. Altogether, 70 women teachers were interviewed. These teachers were asked about their levels of satisfaction with economic incentives, work environment, government rules and regulations, and the nature of their workload. In addition, they were asked about the quality of students, the attitudes of parents towards teachers, transportation and other problems faced by the teachers, and the nature of in-service training opportunities available to them. FGDs were organised by the District Education Officers (DEOs) in these districts with rural primary school teachers, parents and education administrators. These helped in assessing the conditions of women teachers in rural areas.

Each country also organised a national seminar to present and share the draft study report to gather feedback and suggestions for developing more suitable policy and practices for increasing the number of women teachers in rural primary schools and enhancing their quality of functioning. The participants in this seminar included education policy planners, managers, teacher-training specialists and academicians.

Synthesis of the Country Studies

As mentioned earlier, a week-long workshop was held at Nagarkot in Nepal from August 28 to August 30 followed by concluding sessions in Kathmandu from August 31 to September 3, 2000. The main objective of the workshop was to develop this synthesis report. The workshop approach consisted of the following steps:

1. Presentation of and discussions about the country case studies and their findings.
2. Developing the outline and chapter scheme of the synthesis report.
3. Preparation of chapters for the purpose.
4. Presentation and sharing of the chapters followed by discussion.
5. Interaction with various specialists, representing various institutions.
6. Revision of the chapters based on feedback and preparation of the draft report.

Any report developed by a group of divergent professionals in a workshop needs refinement and content editing. The draft synthesis report was carefully edited and rewritten wherever necessary by one of the professionals who was team leader of one of the country studies and had participated in preparing the draft synthesis report.

Limitations

Although the study's focus on women primary teachers in rural areas appeared simple, the scope of study was expanded in all four countries. Pronounced variations in the number, share and capabilities of women primary school teachers across different parts of the country made it difficult to cover all the aspects in detail. The limitations became compounded because of severe constraints on time and resources that affected completion of the studies. Yet the country studies do provide an overall picture of the country with respect to women teachers in rural primary schools.

The synthesis report attempts to present the sub-regional picture and a common frame for reference. These countries, especially Bangladesh, India and Pakistan, share a common history, which is reflected in the similarity of some of the policies and practices followed. Similarities are also there in some of the programme designs being adopted in Bangladesh, India and Nepal. However, there are certain specific features of each country that need to be kept in mind while reading the synthesis report.

For instance, in the case of Bangladesh, unlike the other three countries, more than 75 per cent of the primary schools are not run or supported by the Government. The Government manages only about half of the total primary schools, the other half being managed by NGOs. India is a vast country with a population about fifty times larger than Nepal, with diverse culture, topography and levels of development. The federal nature of its polity at times means significant variation in the policies and programmes being followed by different states, especially in the case of recruitment and other issues that are controlled by the respective state governments. Though small in size, Nepal's difficult topography and remoteness of most rural areas present a number of problems that need special efforts and attention. Historically also, the modern education system is a relatively new feature and hence the base is not very strong in Nepal. Pakistan, unlike the other three countries, does not have a co-educational system even at the primary level of schooling. Almost all schools in rural areas are single-gender schools. All the teachers in girls' schools are women and similarly all the teachers in boys' schools are men.

The availability of information in the public domain was an issue is each of these countries. In view of the lack of data from public sources, the sample survey results have been used for certain quantitative indicators in relation to women teachers in rural areas, especially for Bangladesh and Pakistan. Since the sample size is small (126 women teachers in Bangladesh and 70 in Pakistan), these results need to be interpreted with caution. In the case of India, although the data are available for the entire country, statistics are accessible only up through 1993. The annual statistics being published by the Government do not

distinguish between urban and rural areas. The availability of statistics is an issue in Nepal also and some of the vital information is not available at the national level. These problems acted as one limitation for the studies as well as for the synthesis.

Structure of the Report

This chapter introduces the report and provides the background, objectives, methodology and limitations. The second chapter discusses the profile of women teachers in terms of number, proportion, academic background, training and nature of their job. The chapter also discusses the rationale for having women teachers in primary schools on the basis of evidence and arguments provided by the country studies. The next chapter details the policies and practices regarding recruitment, selection, placement, transfer, teacher training, incentives for teachers, alternative schooling experiments, support measures and work environment. The chapter analyses these factors from the perspective of their impact on the number and functions of women teachers in rural areas. The following chapter filters the issues and problems emerging from the analyses in the second and third chapters. The last chapter provides suggestions for improvement in the situation regarding availability of women teachers in rural areas in the South Asian countries of Bangladesh, India, Nepal and Pakistan.

Chapter Two

WOMEN TEACHERS IN RURAL PRIMARY SCHOOLS – A PROFILE

This chapter deals with the comparative analysis of the profile of women teachers in rural primary schools in the sub-region (Bangladesh, India, Nepal and Pakistan) in terms of number and percentage, rural and urban, qualifications, training levels and nature of employment. This profile has been presented in order to indicate the increase in number and percentage, to identify urban/rural gaps in the percentage of women primary school teachers, to determine their qualifications and training status, and to picture the nature of their employment. The chapter starts with a discussion of why women teachers are important at all.

Why Women Teachers are Important in Rural Areas?

Although these studies had been undertaken with the premise that women teachers in rural areas are necessary in order to have a positive impact on girls' participation rates, these studies went into the issue of why women teachers are important and provide some interesting insights. The arguments put forth in favour of having women teachers vary and include the perspectives of community demand and management on the one hand, and girls' specific needs along with the issue of gender equity on the other.

The country case studies show that the sense of security was an important factor amongst parents. Most of the parents felt that the presence of at least one woman teacher makes them feel more secure about their daughters. This becomes more important for girls in Grades III and above. Most of the administrators and trainers perceived women teachers to be more effective in Grades I and II, where building teacher-child relationships is critical. The administrators in India considered women teachers to be "more sincere" also because they do not indulge in local politics. Mothers in Nepal reported that they were more comfortable in talking to women teachers regarding their children's progress and problems. According to these studies, children were also reported to be more comfortable with women teachers in most cases. This was true for both girls and boys. Children find women teachers sympathetic, patient, affectionate and open to questions and discussions.

Instead of going to school, Nepali girls play in the market area

One of the important arguments in favour of women teachers is that they act as role models for girl students. In rural situations, where the girls do not come across many educated women as such, the presence of a woman teacher serves this critical purpose. This is very important for development in the formative years. It was found that girls in schools with no women teachers had problems in identifying with male teachers in this respect. Another argument relates to the issue of gender equity. Children, both boys and girls, are expected to be more gender sensitive if they grow up in an environment where they see both men and women perform similar functions and duties as compared to one where they see women performing only stereotyped jobs.

Evidence from Pakistan suggests a positive link between the presence of women teachers and the academic performance of students. An achievement survey for primary classes showed that both boys and girls in rural and urban areas performed better when taught by a woman teacher. This is evident from the following table:

Table 2.1. Students' Composite Scores According to Teacher's Gender (Pakistan)

Teachers	*Urban*			*Rural*		
	Girls	*Boys*	*Total*	*Girls*	*Boys*	*Total*
Women	63	60	62	63	71	64
Men	53	56	54	50	59	55

Source: Determinants of Primary Students' Achievements; National Survey Results; MSU; Islamabad; 1995.

Women teachers, therefore, are important for primary schools in rural areas for a variety of reasons. The findings from these studies seem to reinforce the basic premise that the presence of women teachers in primary schools creates a positive impact on girls' education in the sub-region. Hence, in this light, a discussion of their profile in the sub-region becomes relevant to see the present situation and understand the trends in this context.

Number and Proportion of Women Primary School Teachers

Evidence from the four countries of the sub-region, Bangladesh, India, Nepal and Pakistan, exhibit an increasing trend in the number and percentage of female primary school teachers at the national level during the 1990s (Table 1).

Statistical data from Bangladesh show rapid increases in the total number of women teachers in the country from 33,000 in 1990 to 48,000 in 1998, registering an increase of about 45 per cent in a period of eight years. A similar trend is observed for India where the number of women primary teachers increased from 473,000 in 1990/91 to 643,000 in 1997/98. This implied an increase of about 40 per cent during the same period of time. In Nepal, the number of women primary teachers increased by about 31 per cent during the four-year period of 1995 to 1998 when the number increased from 16,000 to 21,000. The rate of growth has been slow in Pakistan where the number of women teachers increased from 98,000 in 1990/91 to 116,000 in 1997/98. This implies an annual increase of only 18 per cent, which is the lowest among these four countries (Table 2.2).

Table 2.2. Number and Percentage of Women Teachers at the Primary Level in Selected Countries of South Asia

(Number in thousands)

Year	*Bangladesh*		*India*		*Nepal*		*Pakistan*	
	Number	*Per cent Share*	*Number*	*Per cent Share*	*Number*	*Per cent Share*	*Number*	*Per cent Share*
1990/91	33	21	473	29	–	–	98	33
1995	43	27	533	31	16	19	115	34
1996	45	28	553	32	18	20	109	33
1997	34	28	585	33	21	22	113	35
1998	48	31	643	34	21	23	116	33

Source: Country Reports; UNESCO; August, 2000.

The rate of increase in the number of women teachers has exceeded the growth in the number of total teachers in the sub-region except in Pakistan. This is obvious from the increase in the proportional share of women teachers in Bangladesh, India and Nepal. In Bangladesh, the share of women teachers increased from 21.19 per cent in 1990 to 31 per cent in 1998. The proportional share of women teachers in India increased from 29 to 34 per cent during the same period. In Nepal also, the share of women teachers registered growth for the time

period 1995 to 1998 by increasing from 16 to 21 per cent. However, in Pakistan the percentage share of women teachers remained static at about one-third of the total number of teachers in the 1990s.

It may be noted that country aggregates do not always provide the real picture for the entire nation. Wide variations exist across states/provinces/districts in terms of proportional representation of women teachers among total number of teachers in all four countries. For instance, in India, the proportion of women teachers is more than half in some states like Kerala whereas this is less than one-third in many other states like Bihar, Uttar Pradesh and Orissa. Similarly, inter-province differences exist in Pakistan where the proportion of women teachers is the lowest in Balochistan and the highest in Punjab. The variation also exists even at the district level within the states/provinces in India and Pakistan. In Bangladesh and Nepal also there are variations in proportional share of women teachers at division and district levels. Syllet and Chittagong divisions in Bangladesh are examples where percentage shares of women teachers are much less than in other divisions.

Urban-Rural Gap

Since 70 to 80 per cent of the population of this sub-region live in rural areas, where large numbers of out-of-school children (especially girls) reside, it becomes important to review and analyse the availability of women teachers in rural areas. A perusal of the data for urban and rural areas reveals that the aggregate position in terms of number and proportion of women teachers for the nation as a whole does not always indicate the real picture for the rural areas. Evidence from the four countries indicates that there is a pronounced rural-urban gap everywhere with the proportion of women teachers being very low in rural areas as compared to that in urban areas.

The data for all of India showed that the share of women teachers in rural areas was only 25 per cent in rural areas as against 60 per cent in urban areas in 1993. An analysis of the trend observed between 1986 and 1993 in India reveals no change in the rural-urban gap for the distribution of teachers. Although the relative share of women teachers has increased in most Indian states for both rural and urban areas, the rate of increase has invariably been slower in rural areas with a couple of exceptions such as in Karnataka and Orissa. Data for about half of the country's low female literacy districts being covered by the special programme, District Primary Education Programme (DPEP), for as late as 1998-1999 and 1999-2000, also do not reveal any significant change in this proportion. The extent of the rural-urban gap also varies from state to state with this gap being the least in Kerala. We need to mention that the rural-urban gap is high even in those states such as Haryana and Punjab where the overall representation of women teachers is high.

It can be seen from Table 2.3 that the rural-urban gap is almost as sharp in Nepal also. Only 18 per cent of teachers in rural areas are women in comparison to 51 per cent of teachers in urban areas. The availability of women teachers is a real problem in remote hilly areas where physical access is a real issue.

Table 2.3. Percentage of Women Primary Teachers in Urban and Rural Areas

Country	*Year*	*Proportion of women teachers in Urban Areas*	*Proportion of women teachers in Rural Areas*
Bangladesh	1998	NA	60 *
India	1993	60	25
Nepal	1998	51	18
Pakistan	1998	50	36

Source: Country Reports; UNESCO; August, 2000.

* Based on the sample survey for all types of primary institutions (government, non-government & NGO operated schools). The data for the other three countries are for the entire nation.

In Pakistan, though the rural-urban gap exists in the proportional share of women teachers, this is not as sharp as in case of India and Nepal. Women constitute about 36 per cent of all teachers in rural areas and 50 per cent of all teachers in urban areas. However, this difference is significant given the fact that almost all of the schools are single-gender schools. It is clear that the access facilities are smaller for girls than for boys in rural areas whereas there is almost no difference in urban areas.

In the case of Bangladesh, data for rural-urban differences were not available at the national level. The data presented in Table 2.3 are from a small sample survey of all types of schools and hence do not represent the whole of Bangladesh. This sample indicates a high representation (60%) of women teachers in rural areas. However, this includes all types of schools including government and NGOs, and the percentage of women teachers in rural areas is generally much lower in the case of government primary schools. Since NGOs manage about half of the total schools in rural areas and almost all teachers employed in NGO schools are women, it is likely that the share of overall availability of women teachers in rural areas is high here as compared to other countries in the sub-region.

Educational Qualifications

The minimum entry qualification is the same for men and women teachers with very few exceptions in the primary schooling system of these four countries. The secondary level of education is being adopted as the most common minimum qualification required for becoming a primary teacher in this sub-region. While the same eligibility criteria are applicable for the entire nation in Bangladesh, Nepal and Pakistan with minor exceptions, they vary from state to state in India. Although some states require only secondary level education, most of the states in India require a higher level of minimum qualification at Grade XII pass. The qualification profile of women teachers in the sub-region suggests that the majority of them possess higher qualifications than the minimum required in Bangladesh, India and Pakistan.

In Bangladesh, evidence from the sample survey of rural schools shows that among the primary school women teachers, more than two-thirds have educational qualifications above the entry requirement, i.e., a secondary school certificate (SSC) in the second division. Almost 30 per cent of women teachers have obtained the SSC, 41 per cent have obtained a higher secondary school certificate (HSC/class VII) and 27 per cent have graduate level education while the remaining teachers have degrees at the masters level.

Statistical data for all of India (1993) show that although the educational qualification was higher than the minimum for a substantial number of women teachers in both rural and urban areas, the average qualification of women primary school teachers in rural areas was lower than that in urban areas. In urban areas, 41 per cent of women teachers have qualified up to the secondary level, 20 per cent have obtained higher secondary certificates (HSC) and 38 per cent are educated at the graduate level. In contrast, 56 per cent of women primary school teachers in rural areas have qualified up to the secondary level, 22 per cent have obtained an HSC and only 13 per cent have graduate degrees.

In Nepal, only about one-third of all women teachers had educational qualifications higher than the minimum requirement. National statistics for Nepal (1998) indicate that of the total women primary teachers, 66 per cent have only a school-leaving certificate (SLC – secondary level of education), 24 per cent have obtained intermediate certificates and 7 per cent have graduate degrees. A small percentage (3%) of women teachers have not even obtained the SLC whereas a negligible number have degrees at the masters level.

In Pakistan also, like the other three countries, all women primary school teachers in both urban as well as rural areas meet the minimum qualification requirement of matriculation. There are a few exceptions in the province of Balochistan where relaxation was granted in view of remoteness and non-availability of local qualified teachers. The results of the small field-based assessment in rural schools indicate that 36 per cent of women primary school teachers have matriculated, 24 per cent have secured the HSC, while 26 per cent are graduates and 14 per cent post-graduates.

Primary school in rural area in Pakistan

Training Levels

Training levels of women primary school teachers in rural areas in the sub-region are generally very high, except for Nepal (Table 2.4). In Pakistan preservice training is compulsory for primary school teachers and no teacher is employed without professional training except in some remote areas of Balochistan. For the majority of the states in India professional preservice training is compulsory for all teachers (including women) starting work in the primary schools. In the case of Bangladesh preservice training is compulsory for men but not for women. Preservice training is not a requirement for the appointment of women teachers in Nepal either.

Table 2.4. Training Status of Women Primary Teachers in Rural Areas

Country	*Year*	*Per cent Trained*	*Most Common Level of Training Achieved*	*Duration of Training*
Bangladesh	1998	92	C. in Ed	1 year
India	1993	90	TTC*	2 years
Nepal	1998	35**	PTT	180 hrs and 330 hrs
Pakistan	1998	93	PTC	1 year

* Different names in different states.

** For women teachers at national level (not exclusively in rural areas).

In this sub-region the training period for primary school teachers varies from a minimum of 180 hours (5 months) in Nepal to a maximum of 2 years in India. In Bangladesh, at the time of appointment, most women primary school teachers do not have any formal training. However, newly recruited women teachers in both urban as well as rural areas are provided training opportunities when they first begin work. The sample survey showed that about 90 per cent of women teachers had completed this training, which is equivalent to preservice training. It was also reported that although it is not a requirement, 25 per cent of women teachers had undergone preservice training at the time of appointment.

In India, preservice training was compulsory for government sector teachers in almost all states. Therefore, the share of trained teachers is naturally high. However, it is interesting to note that a larger percentage of rural women teachers (90%) have undergone preservice training as compared to urban women teachers (80%). The share of untrained women teachers is highest (35%) among teachers with graduate degrees working in urban areas. The share of those having been trained is higher for women teachers with lower academic qualifications in both rural and urban areas.

Training levels of primary school teachers, both urban and rural as well as men and women, are high in Pakistan. The national statistics showed that about 93 per cent of women rural primary school teachers are formally trained. All teachers covered under the field-based assessment were reported to have undergone preservice training.

In Nepal, the percentage of trained women teachers is very low in comparison to other countries in the sub-region because of two reasons. One is the fact that primary school teachers do not need preservice training at the time of recruitment. And the second reason is that although there are mechanisms for inservice training to serve the purpose of induction training, the coverage is limited and has not been able to cope with the rapid expansion of the system. It takes a long time before all teachers get their turn for this training and hence a large number of teachers are untrained.

In the context of teaching capabilities, women teachers in Bangladesh report facing problems in teaching mathematics and English in both urban as well as rural areas. In Pakistan too, national survey results suggest that in both urban and rural areas men teachers achieved higher scores in teacher capability tests than did women teachers in the subject fields of mathematics and general knowledge.

Nature of Employment

The primary education system in rural areas in the sub-region is mainly funded and managed by the Government with a very low participation from private or non-government agencies. Some parts of these countries do have aided schools that are managed privately with substantial financial support from the Government. The recent past has also witnessed the emergence of private "English medium" schools in some rural parts of the sub-region but the phenomenon is currently not common and as yet not very significant. As mentioned earlier, Bangladesh is an exception where out of 63,534 formal primary schools, only 37,710 are government controlled, the rest (25,824) being managed by non-government agencies. However, the non-government schools receive a substantial part of teachers' salaries from the Government in terms of subvention. In addition, 22,568 NGO learning centres are also offering basic education to primary school age children. These NGO learning centres do not receive any financial support from the Government.

In all government primary schools of Bangladesh, the teachers are appointed on a regular and permanent basis. For non-government primary schools (registered and unregistered), the teachers are appointed locally, generally on a temporary basis. The appointment of teachers in non-governmental schools needs government approval because the Government pays a subvention for them. The amount of subvention is different for different categories of non-government schools. The rate of subvention to teachers of registered non-government primary schools was increased to a maximum 80 per cent in the financial year 1998-1999. The Government does not have any control over the appointment of teachers in NGO learning centres. They select and appoint the teachers for their primary schools on a temporary basis; usually the salaries and qualifications are lower than those of government schools. The Government does not pay any subvention for these teachers. In most of the NGO primary schools and learning centres, the teachers are women.

In India, the government-funded primary schools are managed either by the state governments or by the local bodies (panchayats). Private aided schools are managed privately but receive substantial aid from the Government for salaries. Private unaided schools do not get any funding from the Government.

In India, about 85 per cent of rural primary school teachers are employed by schools managed by local bodies and governments. These are followed by aided private schools, which employ another 10 per cent of rural women teachers. Private unaided schools give employment to less than 5 per cent of women teachers in rural primary schools. On the other hand, private unaided schools employ the largest share, which is more than one-third of women teachers, in urban areas. There is no significant difference in the nature of service for women teachers in rural and urban areas. Around two-thirds of women teachers are permanently employed in both urban and rural areas. The percentage of women teachers working on a temporary basis was about 25 in both rural and urban areas. About 10 per cent of the teachers were working on an ad-hoc basis. The share of permanent women teachers was the highest in government schools, followed by local bodies, private aided and private unaided. Only about one-half of the teachers working in private unaided schools had permanent jobs. The percentage of ad-hoc teachers was the highest in the private aided schools, followed by those run by local bodies.

Although the statistics are not available, both permanent and temporary teachers exist in government primary schools in Nepal. The quota for temporary posts is also distributed from the Women's Education Section of the Ministry of Education (MOE). These quotas are to be converted to permanent posts in phases. In some cases though, the posts are permanent; the working teachers might be temporary, as they have not yet passed the qualifying test.

All primary school teachers in Pakistan, both men and women in urban and rural areas, are employed on a permanent basis in the government sector schools. Only 2-3 per cent of primary school women teachers are employed by the private sector in rural areas. This percentage is corroborated by evidence from field-based assessment. Salary scales for all government employees, including teachers in all areas, are the same across the four provinces in the country.

A discussion of the profile of women teachers in the sub-region makes it clear that the distribution is unfavourable for rural areas, with notable rural-urban gap. However, the women teachers in rural areas are also generally well qualified in all four countries. The majority of them have also undergone training, with the exception of Nepal. The majority of women teachers working in government schools in the sub-region are permanently employed.

Chapter Three

REVIEW AND ASSESSMENT OF EXISTING POLICIES AND PROGRAMMES

The specific policies, programmes and practices in different countries determine the availability of women teachers in rural primary schools to a large extent. This chapter reviews and assesses the critical ones including recruitment, teacher education, professional development avenues, promotional opportunities, work environment and support facilities in the sub-region. The focus is on analysing the changes that have appeared during the late 1980s and 1990s. An effort has been made to identify the common as well as country-specific features and to highlight good examples.

Recruitment, Selection and Placement

Growing concern for girls' education in the sub-region has been reflected in the policy statements of all four countries, Bangladesh, India, Nepal and Pakistan. A perusal of policies reveals that although there has long been an emphasis on increasing the number of women teachers in primary education, it got a definite thrust during the late 1980s and 1990s. The Government of Bangladesh (GOB) envisages that 60 per cent of all teachers in primary schools will be women. The Education Policy (1997) focused on adopting measures for filling this quota for women teachers urgently and recruiting only women teachers for further vacancies, if need be. India, in its New Education Policy (1986) and Programme of Action (1992), clearly emphasized the need best reflected in the schematic formulation of Operation Blackboard. This Government of India (GOI)-sponsored scheme for all its states propagated and supported the idea that every school must have at least two teachers, one of whom should be a woman. In Nepal, the Education Regulation (1992) made it mandatory for every primary school to have at least one woman teacher. In 1998, the Government of Nepal (GON) established a policy to recruit women for 50 per cent of the vacant posts. At present, the policy is to recruit only women for these posts. The Government of Pakistan (GOP) has emphasized the increased recruitment of women teachers for its rural areas in its National Education Policy (1992), the Social Action Programme and the recently announced National Education Policy (1998-2010).

Eligibility Criteria for Women Teachers

These policy statements and concerns have also been converted into certain specific provisions in all four countries. In Bangladesh, apart from a 60 per cent reservation for women in government schools, there is a difference in the eligibility criteria for male and female candidates; men must obtain the HSC and complete one year of preservice training whereas women require only a secondary level of education. The country has established more than

20,000 satellite schools, each having Grades I and II as feeder schools in rural areas. These are being managed entirely by local women teachers.

The situation is complex in India where the recruitment of teachers is a state matter. The state governments make their own policies leading to a large variation in the country. While some states like Karnataka and Orissa have made provisions for favouring women candidates in teacher recruitment at the primary stage, many states such as Assam, Bihar, Uttar Pradesh and West Bengal have no such policy. There are differences in the eligibility criteria that exist in different states, with some states following successful completion of ten years of schooling as the requirement and others twelve years. Uttar Pradesh, the largest state in the country, has recently made graduation and a degree the minimum requirement. One to two years preservice teacher training is a requirement in the majority of the states. However, in the formal schooling system there is no difference in the eligibility criteria in terms of qualifications for women candidates in any state with the exception of certain tribal areas.

In Nepal also, there is no difference in the eligibility criteria between men and women candidates; both require a secondary level of education. Preservice training is not a requirement and teachers are provided with induction training after appointment. However, a special provision exists for women candidates who can apply up to the age of 40, whereas men can apply only up to the age of 35.

There is generally no inter-province variation in the recruitment policy followed by different provinces in Pakistan. Successful completion of ten years of schooling plus one year preservice teacher training is the requirement for becoming a primary school teacher for both men and women in all provinces. Under the Social Action Programme, the age bar for women candidates was relaxed to 50 years. A special provision was made for Balochistan where the availability of women teachers in far-flung rural areas was an issue. The women with only eight years of schooling were recruited with provisions for special induction training. Since most schools are not co-educational, and the women candidates are recruited for the announced posts for women candidates only, the reservation policy does not have any relevance.

Selection, Placement and Transfer Processes

It is obvious that despite definite policies for recruiting women teachers they are not adequately represented in the teaching force in the sub-region, as seen in the last chapter. One of the important factors for this gap is the process of selection being followed for recruiting the teachers in different countries. The GOB requires a standardized written test followed by an interview at the district level. Evidence suggests that highly qualified candidates apply and women with lower qualifications fail to compete and attain the minimum marks. As a result the 60 per cent quota for women candidates remains unfilled. This system was introduced in 1997 due to widespread reports of alleged malpractice at the upzila level recruitment process. However, in the new process also, once selected, the teachers are appointed for upzilas. The

situation is similar in one state, Bihar, in India, where a centralized selection process was introduced due to reports of anomalies in district level appointments.

The process of selection varies among different states in India. The most common process followed is a combination of merit and interview, although the relative weight given to these two varies in different states. Merit is reflected in terms of marks attained in different examinations of Grades X and XII, and preservice training. A similar process of selection is followed in Pakistan. The District Education Officers (known by different names in India) are the appointing authority in Pakistan as well as in most states of India. Although the assessments for vacant posts are made on the basis of school-level requirements, the appointments are not for individual schools in either country.

Nepal also follows a combination of qualifying test and interview conducted at the district level. However, two types of competitions are held, one for all candidates and one exclusively for women. Women can participate in the general competition as well. In addition, the school management committees, which receive grants from the GON and have their own sources also, are free to hire local teachers on a temporary basis. This means is being used mainly for recruiting local women teachers wherever women with the required eligibility are available. Nepal as well as Bangladesh follows the policy of placing women teachers, so far as possible, in their home village/ward/thana.

All four countries have some transfer policy in place. The GOB permits the transfer of teachers within upzila; a minimum of three years is required before transfer can be sought. After marriage women have a chance to transfer to their husband's place of residence if it is within the upzila. In India, the policy varies among the states and most states follow the rule of allowing transfers only after three to five years of tenure at one place. Some states have the policy of posting teachers to their own block, while some others follow the practice of not allowing teachers to be placed in their own village/*panchayat*/block. The rationale is that when posted in or near their own home locality, they tend to neglect their professional duties. In recent years, the trend is to move away from these practices and allow teachers to be placed in or near their own homes. Inter-district transfers are permissible only in exceptional cases. Nepal also follows the policy of allowing transfers to permanent primary school teachers only after three years of tenure in case of inter-district transfers. Unlike the other three countries, in Nepal there is no specific rule for transfers within the district. In special cases, even inter-regional transfers are permissible. The policy of minimum three-year tenure for becoming eligible for transfer even within districts exists in Pakistan. Preference is given in Pakistan to posting in the home district and villages.

No definite criteria exist for allowing transfers in any of these countries in the sub-region. The individual applications are processed and the respective administrators at different levels, whatever the case may be in different countries, are entitled to take decisions. This leaves a lot of room for maneuvering and subjective influences to play a role. Apart from political interference, teachers' associations also influence the transfers. Women teachers are widely reported to prefer posting in urban areas in all four countries for a variety of reasons. These reasons will be discussed later.

The New Recruitment, Placement and Transfer Policy in Karnataka, India

The recruitment of primary school teachers is done at the district level through a merit list prepared on the basis of marks obtained in Grade XII and the diploma course in teaching. Greater weight is given to candidates who have studied till senior secondary level in rural areas in the form of additional 10 per cent points to the marks obtained. Half of the posts are reserved for women.

The process of counseling is followed for initial placement as well as transfers and redeployment. A simple computerised decision support system has been developed for the purpose. For transfers, a vacancy database is created with the help of the principals of the schools, which is circulated among the teachers. After seeing the list of schools, the teachers submit their application for transfer giving reasons. These applications are prioritised on the basis of the reasons for transfer, and teachers are allowed to appear for the counseling process in the order of their priority. A set of objective criteria has been developed taking the personal needs of the teachers as well as that of the education system into account. During the counseling, the teacher is shown the latest database of vacancies and is asked to choose any of these places. Once the place is selected, a transfer order is immediately printed and given to the teacher, and the vacancy database is updated for the next teacher. There is also a provision for the inter-district transfer in the system. The entire process takes two to ten days depending upon the number of teachers in the district and takes place once a year. The perusal of the priority criteria makes it obvious that women teachers get preference over men teachers in some respects. The whole process is objective and transparent and has been successful in removing subjective influence.

The priority criteria for transfer of teachers in Karnataka

1. Priority criteria for transfer within the district
2. Terminal illness
3. Physical handicaps
4. Other serious medical ailments
5. Teachers occupying surplus posts which have been transferred to other schools
6. Husband and wife cases where both are in government service
7. Female applicants with less than 3 years service left
8. Male applicants with less than 3 years service left
9. Other female applicants who completed 3 years in the same place
10. Other male applicants who have completed 3 years in the same place

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